



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

SOUTHERN AFRICA – Complex Food Security Crisis

Situation Report #12, Fiscal Year (FY) 2002

September 20, 2002

Note: This Situation Report updates Southern Africa Complex Food Security Crisis Situation Report #11 dated September 5, 2002.

Background

A number of Southern African countries are currently experiencing food security crises, due to a combination of adverse climate conditions for two consecutive growing seasons, mismanagement of grain reserves, and questionable government policies, primarily in Zimbabwe. During the past production season, unusually dry conditions extended across much of the region, from southern Zambia eastward to southern Mozambique, resulting in crop failures and limited production in many areas. Normally, food stocks carried over from the previous year and the intra-regional trade of surplus commodities help to offset production shortfalls. This year, however, regional stocks are exceptionally low, as they were drawn down to fill the previous year's food shortages, and surplus commodities within the region are limited. Zimbabwe is facing a serious humanitarian crisis, with nearly half the population at risk. Humanitarian food crises also exist in Malawi and Zambia. Poor and vulnerable households in Swaziland and Lesotho and some parts of Mozambique also require food assistance. The governments of several countries have declared national disasters due to actual and anticipated food shortages, including Malawi (February 27), Lesotho (April 22), Zimbabwe (April 30), and Zambia (May 28). In July, the U.N. issued a regional Consolidated Interagency Appeal (CAP) to meet the food and non-food emergency humanitarian needs in Southern Africa. The U.N. appealed for \$611 million from donors, including \$507 million for food aid through the U.N. World Food Program's (WFP) Emergency Operation (EMOP). Since the beginning of 2002, in response to the food security crisis, the U.S. Government (USG) has provided or pledged nearly \$277 million in humanitarian assistance through the U.S. Agency for International Development's (USAID) Office of Food for Peace (USAID/FFP) and the Office of U.S. Foreign Disaster Assistance (USAID/OFDA), and the U.S. Department of Agriculture (USDA). The majority of the humanitarian assistance has been emergency food relief provided by USAID/FFP.

Numbers at a glance – Populations in need

<i>Country</i>	<i>Maximum Number of Population in Need¹</i>	<i>Maximum Percentage of Total (Country/Region) Population in Need¹</i>	<i>Cumulative Emergency Food Aid and Cereal Requirements (MT)¹</i>
Zimbabwe	6,700,000	49%	486,000
Malawi	3,300,000	29%	237,000
Zambia	2,900,000	26%	224,000
Lesotho	650,000	30%	36,000
Mozambique	590,000	3%	48,000
Swaziland	270,000	24%	20,000
Total	14,400,000	25%	1,000,000

¹Anticipated populations and food aid needs between September 1, 2002, and March 31, 2003, are based on SADC FANR assessments released on September 16, 2002. (Numbers are rounded.)

Total USG Humanitarian Assistance provided, to date
Total USG Food Aid provided, to date, in Metric Tons (MT)

\$276,912,872
499,513

Current Situation

Latest Shipment of U.S. Food Aid to the Region. The USAID-chartered ship, the *M/V Liberty Sea*, with 41,500 MT of food commodities, arrived on September 5 in Maputo (Nacala and Beira), Mozambique. A second USAID-chartered ship, the *Marie Flood*, with 33,500 MT of food commodities, arrived in Durban, South Africa, on September 9. The arrival of these two ships brings the total tonnage delivered to the region to approximately 200,000 MT. At the beginning of October, two more ships, the *Liberty Grace* and the *M/V Amalfi*, are expected to arrive in the region with an additional 60,000 MT of food commodities.

Update on the WFP Emergency Operation (EMOP). As of September 13, WFP reported that 36 percent of the EMOP, issued on July 1, has been funded. Nearly 70 percent of contributions so far are from the USG. WFP is facing a shortfall in pledges of approximately \$326 million for the entire EMOP. In addition, WFP announced that U.N. agencies will rely heavily on Mozambican ports (Maputo, Beira and Nacala) to distribute 70 percent of the 1.2 million MT of food that WFP hopes will be mobilized for the region.

After concluding his two-week trip to the region, James Morris, the Executive Director of WFP and the U.N. Special Envoy for Humanitarian Needs in Southern Africa, announced that the food crisis is intensifying, and the situation has particularly deteriorated in Zimbabwe and Zambia. Mr. Morris said the prospects for next year's harvest are bleak unless small-scale farmers acquire the needed seeds and fertilizers in time for the planting season. In addition, a UN OCHA representative who accompanied Mr. Morris on the trip added that there is a need to increase supplementary infant and pre-school age feeding programs in the region to avoid crucial nutrition losses.

On September 10, WFP and the International Federation of Red Cross and Red Crescent Societies (IFRC) signed an agreement in Malawi outlining their operational partnership in the region. The organizations agreed to work jointly to supply and deliver food and non-food items to Lesotho, Malawi, Swaziland, Zambia, and Zimbabwe. As part of the agreement, IFRC has made a \$7.9 million Transport Support Package (TSP) available to WFP, which will help with emergency transport and distribution. The Government of Norway and the Norwegian Red Cross originally donated the TSP to IFRC. The TSP consists of 200 trucks, 41 support vehicles, 24 deployable warehouses, radio equipment, and spare parts.

New Joint Emergency Food Security Assessments Complete. Beginning in mid-August, the National Vulnerability Assessment Committees (VACs) conducted the first in a series of three emergency assessments in the six most affected countries. The aim

was to update the figures of those in need, assess the amount of food they require, and to improve targeting of food aid. The exercise was coordinated and backstopped by the Southern Africa Development Community's Food, Agriculture and Natural Resources Development Unit (SADC FANR) and comprised of participants from SADC FANR technical units, the USAID-supported Famine Early Warning Systems Network (FEWS NET), WFP, the U.N. Food and Agriculture Organization (FAO), Save the Children UK, UNICEF, and the IFRC. The final Emergency Assessment Reports were jointly released by the SADC FANR and the U.N. Special Envoy on September 16 in Johannesburg. The assessments revealed that the food crisis is worsening as household food stocks have been largely depleted across the region. The SADC FANR report found that since WFP/FAO conducted its April–May assessments, an additional 1.6 million people will be in need of food aid in Southern Africa. Between September and November, approximately 10 million people will need assistance, and this number is expected to increase to 14.4 million between December and March 2003. Overall, the most vulnerable populations are characterized as female-headed rural households, with orphans, little or no livestock, and small land holdings.

SADC FANR estimates that one million MT of emergency cereal food aid will be needed until the next harvest (April–May); this is 13.6 percent higher than the U.N.'s calculation three months ago. The report also indicated that if conditions deteriorate further there could be widespread and life-threatening malnutrition. However, current regional wasting (inadequate weight-for-height) figures are below levels expected in times of severe food shortages. SADC FANR will complete a second assessment by mid-December and the third and final report will be issued at the end of the cropping season.

Controversy Over Biotech-Derived Food Aid. Some governments in Southern African have expressed concerns about biotech food aid. The Government of Zambia (GRZ) announced on August 16 that it would not accept biotech-derived food aid due to health and environmental concerns; however, the GRZ is currently studying the issue more in-depth. The governments of Mozambique and Malawi also share concerns over the environmental affects of biotech food, but will accept such food aid as long as it is milled prior to distribution. Swaziland and Lesotho have continued to accept all relief food aid of biotech origin, provided it is milled.

On September 5, Zimbabwe's President Robert Mugabe announced that the Government of Zimbabwe (GOZ) would accept biotech-derived food products, reversing its previous decision. However, the GOZ stipulated that biotech corn would be quarantined in country and milled before distribution.

Regional Climate Outlook. At the Southern Africa Regional Climate Outlook forum held in Harare, Zimbabwe, from September 4 through September 6, SADC representatives and scientists from cooperating international institutions concluded that northern Zambia, northern Mozambique, and southern Malawi should receive normal to above normal rainfall between October and December 2002, while the rest of the region is likely to experience normal to below normal rainfall during the 2002/2003 rainy season. From January through March 2003, the outlook is for normal conditions to prevail over most of the region, although there is a chance of below normal rainfall in southern Zambia, southern Malawi, central and southern Mozambique, Zimbabwe, and Swaziland. The meeting also concluded that since the El Niño event is still weak and developing, it is not possible to determine the magnitude of its impact on rainfall in the region.

country updates

Zimbabwe. The SADC FANR assessment showed that Zimbabwe has by far the largest population in need in the region. Approximately 6.7 million people, or 49 percent of the national population, will require food aid through March 2003. Cereal production for the 2001/2002 season dropped by 65 percent below the five-year national average in Zimbabwe. As a result, the country will require almost half of the overall amount of cereal needed by the entire region—486,000 MT out of the one million MT total.

According to WFP, it has distributed 36,800 MT to 750,000 Zimbabweans since February 2002. The U.N. agency is currently registering additional households in 20 districts and will expand coverage to a total of 28 districts by the end of September. WFP also reported that the Grain Marketing Board has purchased 2,000 MT of wheat, which should help to alleviate some bread shortages in urban areas.

UNICEF has launched a three-month supplementary feeding program in Zimbabwe that will target five districts in the northeast. UNICEF decided to launch the program after a joint assessment with the Zimbabwe National VAC and WFP revealed that wasting rates have increased from 6.4 to 7.1 percent; underweight rates have risen from 20.4 to 24.4 percent; and stunting (inadequate height-for-age) is up from 33 to 43.2 percent.

As of September 11, a cholera outbreak exacerbated by food shortages in the districts of Zaka and Bikita in Masvingo Province has caused ten deaths out of the 350 reported cases of the disease. UNICEF, the Zimbabwe Red Cross Society, and local health authorities are

currently working on a cholera education and prevention campaign.

On September 12, President Robert Mugabe denied that the GOZ's land redistribution policy is linked to the food crisis. However, Refugees International (RI) recently conducted an assessment in Zimbabwe and found that the land reform program has displaced at least a million people, mostly black farm workers, forcing them to look for food and income through alternative means. Some farm workers have remained on farms, others have moved to where their families are located, while others have sought refuge in urban areas or migrated to where food distributions take place. In addition, RI reported that people are being denied food for political reasons and in some areas food distributions are based on political affiliation. Politicizing food aid distribution may continue ahead of the September 28 and September 29 district elections as ruling party ZANU-PF officials attempt to produce party victories.

USAID/OFDA is responding with non-food assistance in Zimbabwe to complement the USG food aid response. USAID/OFDA has provided more than \$330,000 to the U.N. Office for the Coordination of Humanitarian Assistance (UN OCHA) to fund an Internally Displaced Persons (IDP) Advisor and Monitor, who is based in Harare, and to support the U.N.'s Relief and Recovery Unit in Zimbabwe. In addition, USAID/OFDA is funding two agricultural recovery programs and a combined nutrition and agricultural project. Funding for the three programs totals nearly \$2.6 million.

Malawi. The SADC FANR food security assessment indicated that Malawi may be the only country in the region that will experience a national lack of key agricultural inputs. Malawi is expected to have to import approximately 8,000 MT of hybrid corn and 300 MT of open pollinated varieties to meet the seed requirements for three million farmers next year. Seed availability is not expected to be a problem this season, but poor farmers are likely to encounter a problem accessing seeds in a timely manner given their low levels of income, depleted food stocks, and the high costs of staple foods. In addition, since inputs were distributed late for this year's planting season, the winter harvest will not yield the expected 166,000 MT. This has occurred despite the Government of Malawi's (GOM) efforts to provide agricultural input starter packs to approximately three million small-holding farmers and FAO's distribution of seed to 50,000 farmers.

Despite the GOM's September 2 statement that future shipments of biotech food aid would have to be milled before distribution, unmilled food is still being distributed in country. The GOM recently announced that distribution will continue uninterrupted until a milling plan is in place. The GOM had been informed by

WFP that it was concerned that its milling requirement could delay the distribution of needed humanitarian relief due to logistical difficulties, additional costs, and the country's limited milling capacity.

In Malawi, USAID/OFDA is responding to the urgent need for seed distribution prior to the October rains by funding three agricultural recovery projects worth nearly \$2.6 million, which will be carried out by CARE, World Vision, and CRS. In addition, USAID/OFDA has provided approximately \$1.1 million to support a UNICEF emergency nutrition program. Also in response to the cholera outbreak in the Nkhotakota area that has caused 41 deaths since the beginning of the year, USAID/OFDA has provided the U.N. World Health Organization (WHO) \$825,866 for a response and prevention project.

Zambia. According to the SADC FANR assessment, Zambia has made the least progress in filling its cereal gap, meeting less than nine percent of its requirements, compared to the average 25 percent imported to date by the rest of the countries in the region. The food security assessment also examined the urban food needs in Zambia (no urban studies were conducted in the other five countries) and found that approximately 97,000 orphaned and vulnerable children are in need of assistance.

On September 5, President Levy Mwanawasa announced that the GRZ is encouraging local production of corn during the winter months through irrigation and expect to harvest 15,000 MT of winter corn by October. In addition, he announced that the GRZ wanted the U.N. agencies and other donors to respect his government's decision to not accept biotech-derived food aid since they had not provided sufficient evidence verifying the safety of biotech food. President Mwanawasa said the GRZ was taking these precautionary measures to protect its people, but indicated that the GRZ remains open to seeing conclusive evidence that shows biotech food is safe. As part of this effort, a team of seven Zambian scientists visited the United States from September 11 through September 18, following USAID Administrator Andrew Natsios' offer to provide the GRZ with further information on biotech-derived foods. The delegation met with officials and technical experts involved in biotechnology research and the USG's regulatory review process of biotech-derived foods.

However, regardless of the GRZ's ongoing study of the biotech issue, on September 13, Zambian leaders stated they were confident that the country could meet its food needs without relying on biotech food aid. Zambia's Minister of Agriculture had previously stated that the GRZ would import up to 156,000 MT of non-biotech-derived corn. In addition, he had said that the GRZ would contract the private sector to import an additional

300,000 MT to avoid food shortages and prevent prices from further escalating.

During August, WFP transported more than 6,300 MT of food in Zambia, meeting 62 percent of the needs for the month. WFP and its implementing partners continue to distribute white corn from its 7,000 MT stocks in country. However, due to the GRZ's rejection of biotech food aid, WFP has temporarily suspended the distribution of yellow biotech corn. The U.S. Embassy in Zambia has confirmed that WFP continues to feed refugees in Zambia with existing stocks of food since WFP has not received any formal notification that the GRZ has prohibited this distribution. On September 16, the U.N. warned the GRZ that it needs to overcome its objections to biotech food since the WFP will run out of its non-biotech food supplies in a few days.

As with Malawi, there is a critical need to distribute seeds to Zambian farmers in time for planting before the October rains. As a result, USAID/OFDA is funding three agricultural recovery projects, worth nearly \$1.5 million, which will be carried out by CARE, CLUSA, and World Vision.

Mozambique. Mozambique has made the most progress among the other five affected countries in importing its cereal requirements, according to findings from the recent SADC FANR assessment. Mozambique has imported 78 percent of its domestic food gap since the beginning of the marketing year through a combination of commercial and food aid imports. In addition, the report indicated that Mozambique cereal production was up five percent during the 2001/2002 season due to good rainfall and high production levels in northern areas.

Despite this progress, the number of people in need rose by approximately 14 percent since the earlier assessment in May. The increase in numbers was attributed largely to additional populations in the provinces of Zambezia and Nampula in need of food aid.

WFP reported on September 13 that it was facing a 20 percent shortage of vegetable oil for September. Also Mozambique's National Disaster Management Institute Director four days later said the country's food stocks would only last until October. The Government of Mozambique also expects the situation could deteriorate further during the beginning of 2003 because low rainfall is forecasted for the worst hit areas in the south and central parts of the country.

Lesotho. WFP reported that, to date, it had received 5,700 MT for Lesotho. WFP's implementing partners have delivered food to 37,000 people in three districts and operations will expand into two more districts over the next few weeks. However, recent poor weather conditions have delayed distributions in some areas. In addition, FAO is providing 260 MT of seeds to affected

households in Mafeteng, Mohale's Hoek, and Quthing.

In response to the food shortages that are expected to increase, USAID/OFDA has provided \$20,000 through the U.S. Embassy in Lesotho to support an agricultural crisis response program. The program, which will be carried out by Peace Corps and the Government of Lesotho's Food and Nutrition Coordinating Office (FNCO), will work with local extension agents and local communities in Qacha's Nek, Quthing, Mochale's Hoek, and Maseru Districts to promote permanent agriculture.

Swaziland. During the month of August, WFP provided 2,000 MT of food to 115,000 Swazis. September food distributions are currently underway and WFP has reported that the food basket for Swaziland is complete since 9,500 MT of corn and 319 MT of split peas are expected to arrive in country by the end of the month. On September 11, the U.N. Resident Coordinator in Swaziland reported that aid agencies had drawn up a comprehensive \$20 million appeal to alleviate the country's food shortages. The majority of the budget will be dedicated to fortifying food supplies for more than 270,000 Swazis who are facing starvation and many affected by HIV/AIDS. In addition, part of the funds would be used to provide farmers with needed inputs, such as seeds, fertilizers, and access to tractors.

USG Humanitarian Assistance

Since the beginning of 2002, the USG has provided or pledged nearly \$277 million in emergency humanitarian assistance in response to the food security crisis.

USAID/FFP has reviewed and conditionally approved a NGO consortium proposal that would provide additional targeted assistance to the Southern African region.

Besides the emergency non-food programs already underway in Zimbabwe, Malawi, Zambia, and Lesotho, USAID/OFDA has also provided \$1 million to WFP to assist with its regional management and logistics coordination. In addition, USAID/OFDA will continue to address needs in water and sanitation, coordination, nutrition, and health, particularly preparing for outbreaks of endemic and other opportunistic diseases, such as malaria, tuberculosis, cholera, and childhood diseases.

In addition to emergency humanitarian efforts for the food security crisis in Southern Africa, USAID programs are designed to reduce the risk of future crises through the Agricultural Initiative to Cut Hunger in Africa. The primary objective of the Initiative is to have a rapid and sustainable increase in agricultural growth and hence rural incomes in sub-Saharan Africa. That initiative will

accomplish its objectives in part through advancing scientific and technological applications that will raise agricultural productivity and create agriculture-based enterprises, and improving the efficiency of, and participation in, agricultural trade and market systems.

In response to the ongoing HIV/AIDS pandemic in the Southern Africa region, USAID's Africa Bureau (USAID/AFR) is supporting HIV/AIDS prevention, control, care, and support initiatives, as well as programs for HIV/AIDS orphans and vulnerable children, in Malawi, Mozambique, Namibia, South Africa, Zambia, and Zimbabwe. USAID/AFR also supports a regional HIV/AIDS program in Southern Africa that focuses on cross-border activities in the region.

**U.S. Government Humanitarian Assistance
SOUTHERN AFRICA food security crisis**

<i>Country</i>	<i>Agency</i>	<i>Implementing Partner</i>	<i>Sector Description</i>	<i>Amount</i>
Lesotho	USAID/OFDA	U.S. Embassy in Lesotho	Agriculture	\$20,000
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 27,210 MT	\$13,605,000
	TOTAL USG ASSISTANCE TO LESOTHO			\$13,625,000
Malawi	USAID/OFDA	USAID/Lilongwe	Supplementary Feeding	\$25,000
	USAID/OFDA	UNICEF	Emergency Nutrition	\$1,099,800
	USAID/OFDA	Malawian Red Cross	Health	\$100,000
	USAID/OFDA	CARE	Agriculture	\$772,552
	USAID/OFDA	World Vision	Agriculture	\$1,172,600
	USAID/OFDA	CRS	Agriculture	\$645,172
	USAID/OFDA	WHO	Cholera Response and Prevention	\$825,866
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 84,880 MT	\$42,440,000
	Total USAID			\$47,080,990
	USDA	WFP	Section 416(b) Food Assistance –3,000 MT	\$1,243,382
	TOTAL USG ASSISTANCE TO MALAWI			\$48,324,372
Mozambique	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 17,390 MT	\$8,695,000
	TOTAL USG ASSISTANCE TO MOZAMBIQUE			\$8,695,000
Swaziland	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 12,400 MT	\$6,200,000
	TOTAL USG ASSISTANCE TO SWAZILAND			\$6,200,000
Zambia	USAID/OFDA	U.S. Embassy in Zambia	Transportation Logistics	\$50,000
	USAID/OFDA	CARE	Agriculture	\$611,308
	USAID/OFDA	CLUSA	Agriculture	\$249,383
	USAID/ODFA	World Vision	Agriculture	\$627,869
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 24,100 MT	\$12,050,000
	Total USAID			\$13,588,560
	USDA	WFP	Section 416(b) Food Assistance –15,000 MT	\$7,093,354
	TOTAL USG ASSISTANCE TO ZAMBIA			\$20,681,914

Zimbabwe	USAID/OFDA	UN OCHA	Field Coordination	\$100,000
	USAID/OFDA	UN OCHA	IDP Advisor and Monitor	\$231,525
	USAID/OFDA	CARE	Agriculture	\$945,242
	USAID/OFDA	World Vision	Agriculture	\$549,072
	USAID/OFDA	CRS	Agriculture/Nutrition	\$1,099,822
	USAID/FFP*	WFP	P.L. 480 Title II Food and Emerson Trust Assistance: 83,820 MT	\$41,910,000
	USAID/FFP*	World Vision	P.L. 480 Title II Food Assistance – 14,310 MT	\$9,348,000
	Total USAID			\$54,183,661
	USDA	WFP	Section 416(b) Food Assistance – 8,500 MT	\$4,958,052
	TOTAL USG ASSISTANCE TO ZIMBABWE			\$59,141,713
Regional Support	USAID/OFDA	WFP	Regional Management and Logistics Coordination	\$1,000,000
Region (Country allocation to be finalized)	USAID/FFP*	TBD	Emerson Trust – 161,050 MT	\$84,870,200
			P.L. 480 Title II Food Assistance – 47,853 MT	\$34,374,673

<i>Summary of USG Humanitarian Assistance</i>	
USAID/Office of U.S. Foreign Disaster Assistance (OFDA)	\$10,125,211
USAID/Office of Food For Peace (FFP)*	\$253,492,873
USAID Total	\$263,618,084
U.S. Department of Agriculture (USDA) Total	\$13,294,788
TOTAL USG HUMANITARIAN ASSISTANCE, TO DATE	\$276,912,872

* Note: USAID/FFP values are estimates. Commodities may be reallocated as required to meet changing needs.



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*USAID/OFDA bulletins can be obtained from the USAID web site at http://www.usaid.gov/hum_response/ofda.